



**A Publication of the County of Fairfax, Virginia
Department of Planning & Zoning**

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STAFF REPORT 2005-2006 AREA PLANS REVIEW

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-8A

NOMINATOR(S): Clara Quintero Johnson, Department of Planning and Zoning

ACREAGE: 32.38 Acres

TAX MAP I.D. NUMBERS: 80-2((1))22A,22B,23,24,26

GENERAL LOCATION: Land Unit B, of the Beltway South Industrial Area, located north of the Capital Beltway (I-495) and east of Backlick Road.

PLANNING AREA(S): I

District(s): Annandale

Sector: Edsall (A4)

Special Area(s): Beltway South Industrial Area (Land Unit B)

ADOPTED PLAN MAP: Office , Retail & Other , Industrial , Private
Open Space , Public Facilities

ADOPTED PLAN TEXT: Land Unit B guidelines state that the area is planned to retain the current uses including the existing commuter rail facility, with retail planned up to .35 FAR on the western portion of the land unit, and office planned up to .50 FAR on the eastern portion.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

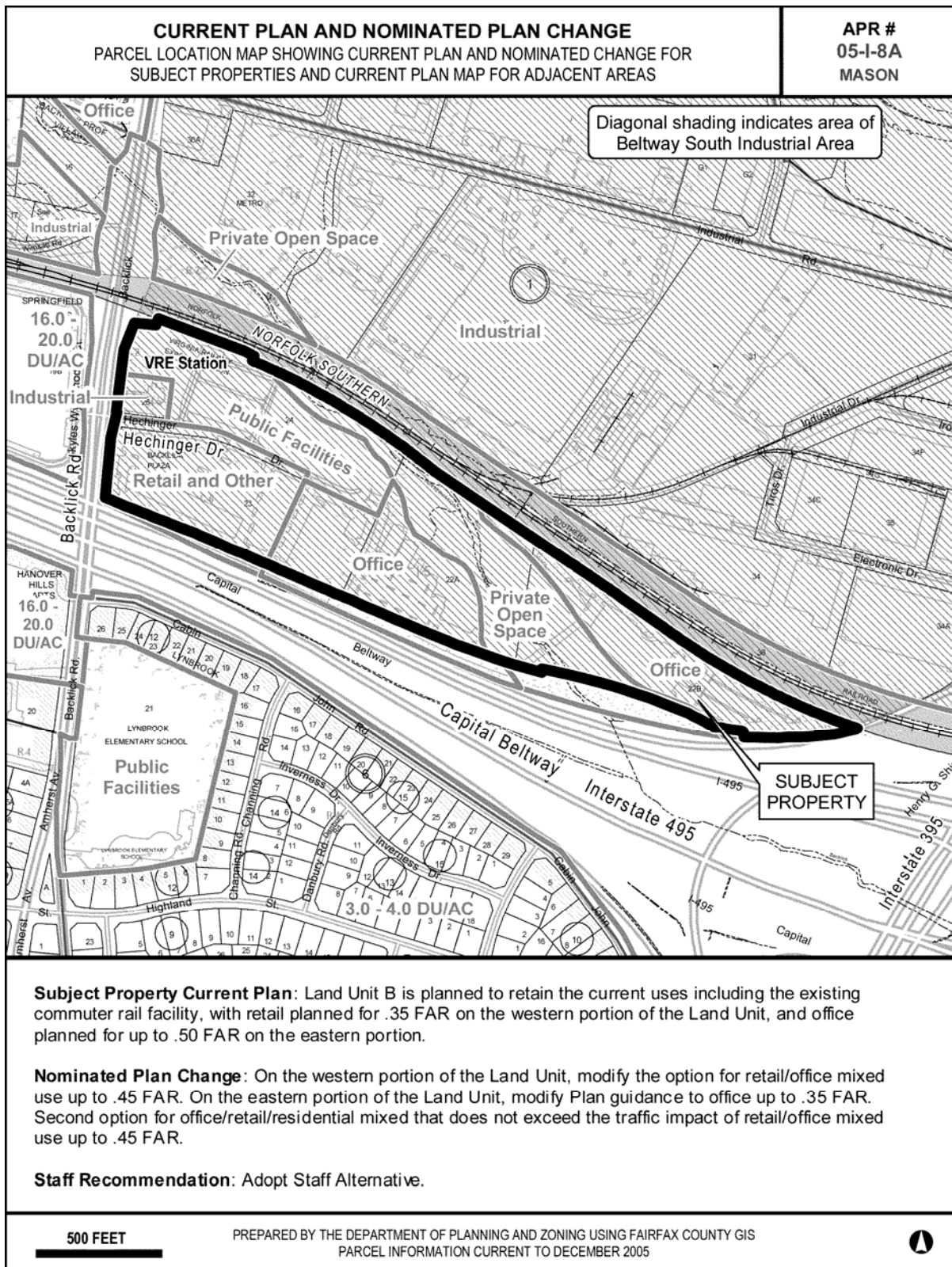
PROPOSED PLAN AMENDMENT: On the western portion of the Land Unit, modify the option for retail/office mixed use up to .45 FAR. On the eastern portion of the Land Unit, modify Plan guidance to office up to .35 FAR. Second option for office/retail/residential mixed that does not exceed the traffic impact of retail/office mixed use up to .45 FAR.

SUMMARY OF STAFF RECOMMENDATION:

_____ Approve Nomination as Submitted

_____ X Approve Staff alternative

_____ Retain Adopted Plan



CONTEXT***General Location:***

The subject property includes all of Land Unit B of the Beltway South Industrial Area, which is located north of the Capital Beltway (I-495) and east of Backlick Road.

Planned and Existing Land Use and Zoning:

Subject Property: Land Unit B, of the Beltway South Industrial Area is developed with a mix of retail and office, in addition to the Backlick Road VRE station. The eastern portion of the land unit, parcels 80-3((1))22A & 22B, are planned for office, developed with two office buildings and zoned I-5. There is a swath of planned private open space that runs in between the two office buildings and through the Land Unit. The southwestern portion of the land unit, parcel 80-3((1))23, is planned for office and retail, developed with retail and zoned C-6. The northwestern portion of the land unit, parcel 80-2((1))24, is planned for institutional use, is developed with the Backlick VRE station, and is zoned I-2 and I-5. On Backlick Road, there is a Burger King on parcel 80-2((1))26 that is planned and zoned for industrial uses. The table below summarizes the area's land use and zoning characteristics.

| Parcel ID | Property Owner | Acreage | Year Built | Current Use | Zoning | Comprehensive Plan |
|----------------|-------------------------------------|---------|------------|---------------|----------|--|
| 80-2 ((1)) 22A | Springfield Realty Investment | 7.7102 | 1982 | Office | I-5 | Office up to .50 FAR, Private Open Space |
| 80-2 ((1)) 22B | Springfield Realty Investment | 7.9843 | 1986 | Office | I-5 | Office up to .50 FAR, Private Open Space |
| 80-2 ((1)) 23 | HE Backlick LLC | 7.7957 | 1970 | Grocery Store | C-6 | Retail up to .35 FAR, Office |
| 80-2 ((1)) 24 | Board of Supervisors Fairfax County | 8.2009 | 1992 | VRE Station | I-2, I-5 | Public Facilities, (Commuter Parking and Rail), Private Open Space |
| 80-2 ((1)) 26 | Burger King Corp | .6887 | 1968 | Burger King | I-2, I-5 | Industrial, Retail up to .35 FAR |
| TOTAL | | 32.3798 | | | | |

Adjacent Area:

North and East: The Norfolk Southern Railroad Tracks run along the northern boundary of the property. The area to the north and northeast, across the railroad tracks, is the Shirley Industrial Park, which is developed and planned for industrial uses up to .50 FAR. This area is zoned I-2 and I-6.

South: A sound barrier wall is located within the right-of-way of the Capital Beltway (I-495), immediately adjacent to the subject property. The area to the south, across the I-495, is planned for and developed with residential use at 3-4 du/ac, 2-3 du/ac and Lynbrook Elementary School. This area is zoned R-4.

West: The area to the west, across Backlick Road, is developed and planned for residential use at 16-20 du/ac and is zoned R-20.

PLANNING HISTORY

In 2001, the Board of Supervisors authorized Plan amendment #S01-I-A1, which was considered as a part of the 2002 APR cycle. The Plan amendment concerned Land Unit B of the Beltway South Industrial Area and considered if residential use was appropriate within this area and evaluated the non-residential use guidance. The proposed Plan amendment was deferred indefinitely in part due to issues associated with land use compatibility between proposed residential uses and industrial zoning that existed at that time on parcel 80-2((1))23.

On March 7, 2005, the Board of Supervisors approved RZ 2004-MA-025 with proffers, to rezone parcel 80-2((1))23 from C-6 and I-5 zoning to entirely C-6 zoning. The purpose was to permit the reuse of a vacant 49,580 square foot building as a grocery store and continued use of retail shops.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Annandale Planning District, as amended through 12-6-2004, Beltway South Industrial Area, Recommendations, Land Use, Land Unit B, page 47:

“Land Unit B is planned for industrial, retail and office uses as shown on the Plan map. This land unit is traversed by the Backlick Run Stream Valley which constrains any further development or redevelopment. The existing uses are stable within this land unit and are planned for retention. Retail uses occur on the south side of Hechinger Drive (the location of the Hechinger Backlick Plaza shopping center) and on the north side of Hechinger Drive where there is a fast food restaurant. Retail uses are planned up to .35 FAR. Office uses are planned for the western portion of the land unit which is the location of the Versar Center office complex. Office uses are planned up to .50 FAR. The remainder of the land unit consists of the vacant tract owned by WMATA (the regional transit authority) a portion of which has been developed as a commuter rail facility.”

The Comprehensive Plan map shows the area planned for office, private open space, public facilities, retail and industrial uses.

NOMINATED PLAN AMENDMENT

On the western portion of the Land Unit, modify the option for retail/office mixed use up to .45 FAR. On the eastern portion of the Land Unit, modify Plan guidance to office up to .35 FAR. Add a second option for office/retail/residential mixed use that does not exceed the traffic impact of retail/office use up to .45 FAR.

ANALYSIS

The Backlick Road VRE station was included in Metro's recent joint development solicitation, whereby WMATA actively looks for partnering arrangements to develop land that it owns at transit facilities. The objective is to encourage transit-oriented uses at these sites. This Plan amendment evaluates if residential use is appropriate within this area and if so, what type and what density and under what conditions would housing be appropriate. The proposed addition of residential use and increased intensity raises issues concerning land use compatibility, transportation, and environmental impacts. In addition, changes to non-residential use guidance were evaluated.

Land Use: A Plan amendment in the 2002 APR Cycle for this Land Unit, evaluated a wide range of development scenarios to help determine an appropriate land use mix and amount of development. At that time, a portion of the shopping center property included industrial zoning which would have been incompatible with proposed residential development. Since that time, the industrial property has been changed to a retail zoning designation which resolves a major compatibility issue with the proposed residential development.

Transportation: Another major issue that was addressed by the previous Plan amendment was the amount of redevelopment that could be accommodated by the areas roads and the Hechinger Drive intersection with Backlick Road. Development scenarios that included high density mixed use, with and without residential, were evaluated. The transportation analysis determined that commercial use, in the range of .35 to .45 FAR may be accommodated by the current road and intersection capacity.

Based on the amount of commercial use that may be accommodated by the area's roads, the proposed 2002 Plan text indicated that redevelopment with a residential component may be appropriate if the mix of uses had a similar or less traffic impact than the maximum non-residential intensity of .45 FAR. The following table shows potential trip generation resulting

from the Plan amendment and illustrates that mixed use with a residential component can achieve similar traffic impacts to a less intense retail/office mix of uses.

| SCENARIO | AM PEAK | PM PEAK |
|--|---------|---------|
| Existing Uses <ul style="list-style-type: none"> • 230,000 s.f. office • 89,000 s.f. retail | 447 | 676 |
| Current Plan <ul style="list-style-type: none"> • 440,000 s.f. office • 53,000 s.f. retail | 736 | 854 |
| Proposed Plan: Scenario I* <ul style="list-style-type: none"> • 520,000 s.f. office • 30,000 s.f. retail | 837 | 888 |
| Total 550,000 square feet | | |
| Proposed Plan: Scenario II** <ul style="list-style-type: none"> • 376,000 s.f. (376 mult. family units) • 340,000 s.f. office • 40,000 s.f. retail | 760 | 890 |
| Total 756,000 square feet | | |

* Assumes office/retail mixed use up to .45 FAR on the western portion of the Land Unit and existing office buildings on the eastern portion of the Land unit.

** Assumes Multi-Family, 40 du/ac, on 2.6 acres of the VRE site and 60 du/ac on the Hechinger Site; existing strip retail, fast food and office buildings.

Another transportation issue is the continued ability of the VRE station to function. Any development should minimize the impact on the VRE Station and maintain the current amount of parking spaces and bus access. Development on the VRE Station could have the potential for a shared parking structure. Bus access to the station will need to be designed to allow for bus ingress and egress, which may require two access points.

Environment (RPA and Noise Impacts): The subject property has environmental constraints that result from the portion of Backlick Run that traverses the area. Resource Protection Area (RPA), Environmental Quality Corridor (EQC), floodplain and associated steep slopes and hydric soils cover a significant portion of the property, especially on the eastern portion of the property where the two office building are located. A further environmental constraint is noise impacts that result from the rail, the Beltway and from Backlick Road. Comprehensive Plan guidance indicates that interior noise in residential areas should not exceed 45 decibels and noise in exterior recreational areas should not exceed 65 decibels.

Parks: The proposed nomination would result in an increase in population that would increase the public need for park and park facilities in a district that is deficient in recreational opportunities. Opportunities to mitigate these impacts may be to provide improvements to existing parks in the Annandale Planning District or through the provision of on-site recreational facilities.

Schools: The proposed Plan amendment could yield as many as 86 additional students with the greatest impact at the elementary school level. While sufficient capacity exists and is projected to remain at the high school and middle school levels, Lynnbrook Elementary school is slightly over capacity, although enrollments are projected to continue to decline. The following tables indicate projected student increases and the impact from this nomination. Staff has not evaluated the cumulative impacts of APR nominations in this area.

| School Pyramid | Capacity 9/30/05 | 2006-2007 | | 2010-2011 | | Nomination Maximum Student Yield |
|----------------|------------------|------------|--------------------------------|------------|---------------------------------|----------------------------------|
| | | Membership | Membership/Capacity Difference | Membership | Membership/Capacity Difference* | |
| Lee HS | 1,850 | 1,905 | -54 | 1,729 | 121 | 23 |
| Key MS | 875 | 822 | 53 | 747 | 128 | 11 |
| Lynnbrook ES | 314 | 399 | -85 | 389 | -75 | 52 |

RECOMMENDATION

Staff recommends modifications to the nomination which add guidance to encourage logical parcel consolidation or coordinated development. The staff recommendation changes the current Plan text to reflect current uses, including a reduction in planned office intensity to .35 FAR, which reflects the existing intensity of the two office buildings. Further, the recommendation adds an option for joint development office and retail up to .45 FAR on the western portion of the Land Unit which includes the VRE station, Burger King and shopping center area. The staff recommendation adds another option for the Land Unit, for residential development or mixed use with a residential component. This residential option is conditioned upon addressing land use compatibility and transportation impact issues which includes the need to coordinate development in the Land Unit. The option for mixed use with housing is supportive of County policy by providing an opportunity for housing near transit and employment.

PROPOSED AMENDMENT TO THE COMPREHENSIVE PLAN

MODIFY: Fairfax County Comprehensive Plan, 2000 Edition, Area I, Annandale Planning District, Beltway South Industrial Area, Recommendations, Land Use, Land Unit B, page 46:

(Additions are shown underlined; deletions are shown with a ~~strike~~through):

“Land Unit B

Land Unit B is planned for ~~industrial~~ retail, and office uses as well as a commuter rail facility as shown on the Plan map. This land unit is traversed by the Backlick Run Stream Valley, which constrains any further development or redevelopment. Many of the existing uses are stable within this land unit and are planned for retention. Retail uses occur on the south side of Hechinger Drive (the location of the Hechinger Backlick Plaza shopping center) and on the north side of Hechinger Drive where there is a fast food restaurant. Hechinger Backlick Plaza (parcel 23) is planned for retail use at its existing intensity and as an option, the property may be appropriate for redevelopment with a mix of office and retail uses and/or other compatible commercial uses up to .45 FAR. Retail uses are planned up to .35 FAR. The fast food restaurant (parcel 26) is developed and planned for retail use at its existing intensity and as an option, this property may be appropriate for inclusion in future development on the adjacent County owned property. The Versar Center office development is planned for office use up to .35 FAR. Office uses are planned for the western portion of the land unit which is the location of the Versar Center office complex. Office uses are planned up to .50 FAR. The remainder of the land unit consists of the vacant tract land owned by Fairfax County (parcel 24) WMATA (the regional transit authority) a portion of which has been developed as a commuter rail facility. This land (parcel 24) was formerly owned by the Washington Metropolitan Area Transit Authority (WMATA), the regional transportation system, and WMATA has retained the development rights to the property. The County property may be appropriate for additional development, which includes office and support retail uses up to .45 FAR; under this option, the office use must be designed in a manner that does not affect the operation of the commuter rail facility. Transportation Demand Management Program (TDM), as indicated in the County's Policy Plan, should be provided for all additional development within this land unit to facilitate an increase in non-single occupant vehicle (SOV) trips.

As an option, residential use or mixed use with residential may be appropriate within this land unit. Any development proposal under this option should include logical parcel consolidation or be coordinated with

other development in the Land Unit and be in conformance with the following conditions.

- The proposed mix of uses should have similar or less traffic impact (i.e., less peak-hour trips or a substantially different peak directional flow) than the maximum planned nonresidential intensity as described in the land unit's first paragraph.
- Transportation Demand Management Program (TDM), as indicated in the County's Policy Plan, should be provided to facilitate an increase in non-single occupant vehicle (SOV) trips.
- Residential use should be designed in a manner that provides a viable living environment and should include recreation and other amenities for the residents.
- Noise attenuation measures should be provided that mitigate noise impacts of rail transportation and traffic on I-95 on the residential component.
- The proposed mixed use development must be designed in a manner that does not affect the operation of the commuter rail facility."

Note: The Comprehensive Plan map would change on the Burger King property, parcel 80-2 ((1)) 26, from industrial to retail use and the Hechinger Building portion of parcel 80-2 ((1)) 23 would change from office to retail.